

INSPECTOR GENERAL

DD/A Registry

79-0668

79-2495/1

11 JUL  
1979

Executive Registry

79-7288

MEMORANDUM FOR: Deputy Director of Central Intelligence

OTR Registry

FROM : John H. Waller  
Inspector General

79-9461

SUBJECT : Study of the Career Impact of Two-Year  
Hard Language Training on D0 Operations  
Officers1. Action Requested:

Your approval of the additional incentives for hard language training, stated at paragraph 4, is requested.

2. Background:

In the course of our recent survey of East Asia Division, I received a complaint from a group of officers in the [REDACTED] Station that their promotions had been delayed or denied because promotion panels did not credit the two years they spent in "hard" language training. As a result, this Office has investigated their complaint and prepared a study of the general issue of the impact of long-term language study on the careers of D0 operations officers. A copy of this study is on the right-hand side of the attached folder.

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3. Conclusions:

This study concludes that:

a. While operations officers may have been set back in promotion considerations in the past because they were enrolled in a two-year, full-time language course, they are currently faring well in comparison with their contemporaries. It is recognized that, in individual cases, selection or nonselection for promotion may have occurred for other reasons. However, as a group, their prospects have improved markedly during the past year. Further, there is evidence that the attainment of hard language proficiency is an asset in later career prospects.

All portions of this  
memorandum are classified  
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ORIGINAL CL BY 055636  
☐ DECL ☒ REVW ON July 1999  
EXT BYND 6 YRS BY 055636  
REASON HHB 70-2, para 3d(3)

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Approved For Release 2001/03/04 : CIA-RDP81-00896R000100190001-7

b. The personal attention of the Deputy Director for Operations and his Chief of the Career Management Staff in instructing Directorate promotion panels to consider time spent in long-term language study as equal to case officer work has been successful in ensuring equitable treatment. There is a need to strengthen formal guidance in this area.

c. These efforts and the new language incentive award program proposed by the Office of Training will provide additional incentive for operations officers to study hard languages. While this may be sufficient, I believe that a more substantial reward, such as a one-time step increase, on completion of a two-year course of hard language study may be needed. This need may not be so apparent now when there is so much attention being given to language incentives and management and promotion panels are keenly aware of this problem, but the natural dynamic will be for special attention on linguists to lapse and for promotion panels to make their judgments on more observable accomplishments than language proficiency. [Copies of the Deputy Director for Operations' comments on our study and the Deputy Director for Administration's proposal to you on the new language incentive program are on the left-hand side of the attached folder.]

4. Recommendation:

That you approve the recommendation at paragraph 15 of the attached study and discussed in paragraph 3.c. above to award a one-time step increase to officers who successfully complete a two-year course of study in a hard language.

(signed)  
John H. Waller  
John H. Waller

Attachment:  
As Stated

APPROVED: \_\_\_\_\_  
Deputy Director of Central Intelligence

DISAPPROVED: \_\_\_\_\_  
Deputy Director of Central Intelligence

DATE: \_\_\_\_\_

cc: DDO

Approved For Release 2001/03/04 : CIA-RDP81-00896R000100190001-7

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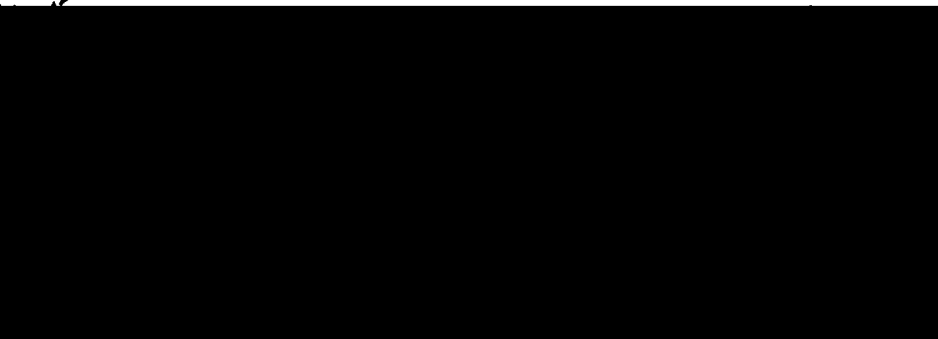
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TO: (Name, office symbol, room number, building, Agency/Post)		Initials	Date
1.	EA/TR	B	15 AUG 1979
2.			16 AUG 1979
3.	DTR	J	16 AUG 1979
4.	C/LS <u>DC/LS FYE</u>	H	8/16
5.	DDTR		20 AUG 1979

Action	File	Note and Return
Approval	For Clearance	Per Conversation
As Requested	For Correction	Prepare Reply
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Comment	Investigate	Signature
Coordination	Justify	

REMARKS

ILLEGIB



*The final decision is in the hands of the DTR recommendation - the new program should relieve the past sins.*

DO NOT use this form as a RECORD of approvals, concurrences, disposals, clearances, and similar actions

FROM: (Name, org. symbol, Agency/Post)	Room No.—Bldg.
	Phone No.

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Approved For Release 2001/03/04 : CIA-RDP81-00896R000100190001-7  
ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Study of the Career Impact of Two-Year Hard Language Training on  
DO Operations Officers

FROM:

Inspector General  
6E19 Hqtrs. Bldg.

EXTENSION

6565

NO.

ER 79-7788

DATE

11 DU1  
897

TO: (Officer designation, room number, and  
building)

DATE

OFFICER'S  
INITIALS

COMMENTS (Number each comment to show from whom  
to whom. Draw a line across column after each comment.)

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1.

DDCI  
7E12 Hqtrs. Bldg.

8/13/79

Originator:  
APPROVAL

2.

3.

Inspector General  
6E19 Hqtrs. Bldg.

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DTR

7/18

7/26

DES

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SA/DECI

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Inspector General

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15.

Send to OTR/Smith per  
date / DDCI OK  
discussion  
7/17/79 25X1A

John Waller  
This was a good  
idea at the time but  
it will be overtaken  
by our new enriched  
language incentive  
program

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## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Study of the Career Impact of Two-Year Hard Language Training on  
DO Operations Officers

FROM:

Inspector General  
6E19 Hqtrs. Bldg.

EXTENSION

6565

NO.

DATE

JUN 1967

TO: (Officer designation, room number, and building)

DATE

RECEIVED

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OFFICER'S  
INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

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7D18 Hqtrs. Bldg.

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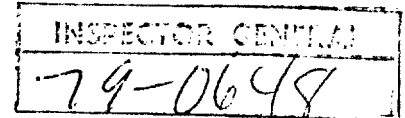
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MEMORANDUM FOR: Inspector General

FROM : John N. McMahon  
Deputy Director for Operations

SUBJECT : Draft Study on DO Hard Language  
Students

1. The IG study on the career impact of two-year hard language study on DO operations officers covers a problem with which we have been concerned for some time. As your report states, this situation is improving as a result of the emphasis which we are now placing upon the acquisition, maintenance and use of foreign languages, particularly the hard languages.

2. An interdirector task force chaired by the Director of Training has just completed a study on language incentives. The recommendations of this task force are pertinent to the IG study.

3. This Directorate is in the process of establishing a program of cash awards for those officers who acquire and maintain a high degree of proficiency in the hard languages. It is our expectation that officers who spend two years in such training will no longer suffer in comparison with their peers "on the street" when being considered for promotion.

4. One point which I should like to make is that I feel that the comments in paragraph 9 (page 11) concerning the attitude of the previous Deputy Director for Operations toward the need for foreign language training is not fair or accurate. It is my understanding that, on the contrary, he was very much concerned about the lack of language ability in the Directorate.

  
John N. McMahon

DERIVATIVE CL BY 001701

☐ DECL ☒ REVW ON June 1999

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DDA Proposal



OTR 79-3722

MEMORANDUM FOR: Deputy Director of Central Intelligence

FROM: Don I. Wortman  
Deputy Director for Administration

SUBJECT: Proposed Agency Notice re CIA Language Program

1. Attached is the proposed Agency notice announcing a new language incentive program. It has been agreed to by representatives from the DDO, NFAC, DDS&T, and the DDA, who serve on a working level implementing committee. Draft copies were also sent to the Comptroller, the Legislative Counsel, and the Office of Finance for their information.

2. This notice will serve as a framework within which each directorate will issue its own additional guidance prior to 1 October 1979 concerning the specific implementation of the awards program.

3. Concern has been expressed by the committee members regarding the financing of the new program; the directorates appear to be incapable of funding the program without supplemental funds. Using FY 1973 statistics, the range of first-year costs for language use awards is estimated to be between \$813,000 and \$1,710,000. The first figure represents language use payments of \$1,300 per year for the 629 Unit Language Requirements (ULR) filled by qualified personnel, and the latter figure would be the cost if all 1,315 ULRs were to qualify for award payments. The directorates will undoubtedly redefine the ULRs which may result in an increase in the total number of potential awards. Achievement awards during the first year may amount to an additional \$150,000. No maintenance awards will be paid during the initial year of the program. The committee wishes to alert you to the funding required for this program during the next fiscal year.

SUBJECT: Proposed Agency Notice re CIA Language Program

4. Questions related to directorate focal points of responsibility for the program, the means of notifying the Office of Finance of beginning and ending language use award participants, and other procedural issues are still to be resolved. These procedures must be uniform among the directorates.

5. Upon your approval and signature, the notice will be issued.

Don I Mortzan

Attachment

Distribution:

Orig & 1 - Addressee, w/att

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1 - OTR Return Copy, w/o att

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OTR/FT/LS, [REDACTED] dl (20 June 79)

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LANGUAGE PROGRAM

STATINTL

Reference: [REDACTED] CIA Language Incentive Program

1. As a result of the steady decrease in the Agency's overall capabilities in foreign languages, a new program of incentives and other measures is hereby established. Effective 1 October 1979 this notice modifies the cash awards schedule for language achievement and adds salary increments and maintenance awards for language competence. Each directorate will issue additional guidance in order to implement the following programs.

a. Language Use Awards

(1) A cash award for actual job-related utilization of a foreign language may be granted in the form of a salary increment to those employees who fulfill a Unit Language Requirement (ULR) according to guidelines established by each directorate. The salary increment will be in effect only during the tenure in the ULR-designated position.

(2) The amount of salary increment to be paid to an employee who fills a Unit Language Requirement is fixed at \$50 per biweekly pay period. Payments to an individual will be authorized by each directorate according to the guideline to be issued by each directorate.

(3) Each directorate has the authority to designate its own requirements according to language(s), level of competence, and skill (reading, speaking, and understanding) required. The language requirements will be defined in the form of Unit Language Requirements, which will be confirmed or revised at intervals of no more than one year.

ADMINISTRATIVE - INTERNAL USE ONLY

(4) Each directorate will use proficiency test scores or other certification of proficiency authorized by the Office of Training to establish qualification for language use awards.

b. Achievement Awards

(1) Achievement awards will be granted according to the CIA Language Incentive Program as defined in the reference. This notice modifies the Language Incentive Program schedule of cash awards as follows:

Comprehensive (Reading, Speaking, and Understanding) Program

<u>Language Groupings</u>	<u>Level 1</u>	<u>Level 2</u>	<u>Level 3</u>	<u>Level 4</u>
Group I			900	1100
Group II		900	1100	1300
Group III	900	1100	1300	1500

(2) Nominations for achievement awards will be made by each directorate in keeping with the directorate's need to fill gaps in required language capabilities.

(3) Eligibility for achievement awards will be based upon acquired skills only as demonstrated by a test. Proficiency tests for achievement awards will not be repeated within a six-month period unless language training has occurred within that period. Achievement awards will not be considered for employees who possessed native skills upon entry on duty.

c. Maintenance Awards

(1) Maintenance awards will be administered within the Language Proficiency Cash Award (LPCA) program. Payments for maintenance will be 50 percent per year of the revised schedule of cash awards for achievement. Annual maintenance awards can be paid no sooner than one year from the date of achievement of the specified level and in no instance sooner than one year from the effective date of this notice.

(2) Each directorate will identify the incentive languages for which maintenance awards will be paid and nominate the participants eligible to apply for the program.

(3) Eligibility for maintenance awards will be based upon acquired skills only; no award will be considered for the maintenance of any native language brought to the job.

(4) A proficiency test or other Office of Training authorized certification of proficiency will serve as the basis for maintenance awards for a period of no longer than three years.

2. No employee may receive more than one language use award at a time. No employee may receive a language use award and a maintenance award for the same language during the same period of time. An equitable distribution of awards (ULR-based salary increments, achievement awards, and maintenance awards) is the responsibility of each directorate.

3. The awards program will be reviewed annually by each directorate with the assistance of the Language Development Committee to assess its effectiveness.

4. This notice is current until rescinded.

Frank Carlucci  
Deputy Director of Central Intelligence

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STUDY OF THE CAREER IMPACT OF TWO-YEAR HARD LANGUAGE  
TRAINING ON DO OPERATIONS OFFICERS

INTRODUCTION

1. This study addresses the promotion potential of Directorate of Operations (DO) officers who are enrolled in or who had recently completed a two-year full-time course of study in certain difficult foreign languages. It examines two hypotheses widely held within the DO:

a. There has been and continues to be a short-term disadvantage in competition for promotions for operations officers who are, or recently have been, enrolled full-time in two-year language training when compared with operations officers who are serving as case officers in the field.

b. This disadvantage may be compensated for in later years since operations officers with superior foreign language skills (especially in the more difficult languages) are better able to perform as case officers in the field and, hence, are more than competitive for promotions at senior case officer levels.

BACKGROUND

2. A complaint by seven officers [redacted] who had completed two years of Japanese or Chinese language training that their careers (in terms of promotion) had suffered as a result of two years of full-time language training triggered this examination. Their complaint specifically charged that DO promotion panels do not credit time spent in long-term language study toward promotion. In some cases, these officers believed that they had not been selected for promotion (or that promotions had been delayed) because they were, or had recently been, in full-time language training and, therefore, had not demonstrated proficiency as field case officers. While they acknowledged that this may not have been the only reason for non-promotion, they felt that their substantially longer average time-in-grade, when compared to their career group average, demonstrated their complaint. In the case of these seven officers, their average time-in-grade for the period following their language study tour [either up to the time of their complaint (February 1979) or, for three of the seven, the date of a 1978 promotion] was 5.1 years. The average time-in-grade for those officers in their career category (Operations Generalist-B/OG) who were promoted was 3.4 years.

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DISCUSSION

3. This complaint was further supported by written and oral statements from DO management to these officers which reinforced this belief:

a. (From a 1977 Fitness Report): "Subject is an energetic and talented officer whose career has been retarded by factors unrelated to his abilities. . .and then by spending two years learning a difficult language, a situation in which promotions are practically unheard of for officers of his grade."

b. (Reported comments from a DO Career Management Staff (CMS) counsellor): "In its reference to a lack of a real track record as an agent developer and recruiter, the [Performance Evaluation] Board did not overlook your [REDACTED] TDY. . . . I can only conclude that this three-month TDY plus your operational activity in [REDACTED] since completing your Japanese language training on 30 June 1978 did not together add up in the Board's mind to the establishment of a real 'track record'."

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c. (Reported oral CMS counselling, based on Promotion Panel work sheets): "Reasons cited for not being promoted were, 'too much time spent in school, perhaps too academic, not enough time on the streets'. Subject was informed that promotion panels consider language school as 'dead time' for the student, and that he is out of the promotion cycle."

d. (May 1978 Fitness Report reviewer comments upgrading a rating to Outstanding): "To put it very simply, in terms of past accomplishments and present level of performance, Subject is one of the two most seriously undergraded officers in this large Station. Two years off to master a difficult language was undoubtedly the most important single factor in bringing this about."

e. (Subject account of a July 1977 conversation with his Chief of Station on reporting for operational duties after completing two years language study): "I asked if I had been recommended for promotion and was informed by COS and EO that the policy for promoting GS-11 and above was to have them work a minimum of one year before promotion could even be considered."

f. (January 1979 letter from CMS counsellor to complainant): ". . .you may wonder why you were not found qualified to be promoted. In my opinion, it was simply

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that while you have performed very well. . .these assignments were in the nature of training or preparation for your current assignment. Now that you have nearly a year in full-time field operational work, I feel confident that you will be highly competitive in your grade and category this year. . . ."

g. (Subject account of 1976 Promotion panel work sheet comments as received from a CMS counsellor): "I had been marking time in language school. . .I was out of competition while in language school. . .I had not been working long enough after language school to be considered for promotion."

h. (Reviewing officer comments in a 1975 Fitness Report): "In the promotion sweepstakes, notice should be taken of the two years Subject devoted to study of one of the world's more difficult languages. He undoubtedly has suffered competitively because of that study, even though that should not be the case."

i. (January 1979 letter from CMS counsellor to one of the complainants): "In brief, the panel wanted to see you functioning a bit longer as a field operations officer now that your language training is completed."

4. Discussions with DO officers at the middle and senior levels reveals that there is a generally held view that two years of full-time language study puts an operations officer out of the running for promotion until he is subsequently able to establish a superior performance record as a field case officer. This apparently applies not only to language students but to any operations officer who is not currently serving as a case officer and who may be enrolled in some other type of training, or on a staff or rotational assignment outside of his career field.

5. Samples of DO operations officers career profiles and recent Personnel Evaluation Board (PEB) actions were examined to see if this situation extended to other long-term language students. This sampling was limited to Operations-Generalist (B/OG) career category officers and to those four hard languages (Chinese, Japanese, Korean, and Arabic) which require a two-year full-time commitment to attain an operationally useful level of proficiency. In developing a representative sample, there was a problem concerning the completeness, currency, accuracy, and ready recoverability of management data on past and current language students and the present status of their linguistic skills. Both the DO Career Management Staff and the Office of Training Language School are working on improvements in their data bases on language students and skills.

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6. Promotions resulting from selected D0 Personnel Evaluation Board (PEB) held since July 1978 were examined to see how those hard language students who could be identified fared in competition with other operations officers for promotion.

a. In the results of the GS-09 PEB that met in July 1978, 55 percent of the 58 operations officers ranked were promoted to GS-10. Of these 58 officers, 10 hard language-qualified officers were identified (including three presently in language training) and seven (70 percent) of these (including two presently in language training) were promoted. Thus, 15 percent more hard language-qualified officers were promoted than the norm.

b. In the results of the GS-10 PEB that also met during July 1978, 41 percent of the 54 operations officers ranked were promoted. Of these 54 officers, five were identified as hard language-qualified officers (including two presently in language training) and two (40 percent) were promoted. Thus, the percentage of hard language-qualified officers promoted roughly equaled the norm.

c. In the results of the GS-12 PEB that met during November 1978, 94 operations officers were ranked and 49 percent were promoted. Of these 94 officers, 11 were identified as hard language-qualified officers (including four presently in training) and six (55 percent) were promoted (including three presently in training). Thus, some six percent more hard language-qualified officers were promoted than the norm.

d. In the results of the GS-13 PEB that met during December 1978, 124 operations officers were ranked. Of these, 40 percent were promoted. Of these 124 officers, 16 were identified as hard language-qualified officers (including three currently in training) and eight (50 percent) were promoted (none of these are currently in training). Thus, some 10 percent more hard language-qualified officers were promoted than the norm.

This record of recent promotion actions would indicate that, as a group, hard language-qualified officers are now successfully competing for promotions. It also probably reflects the Deputy Director for Operations' recognition of past inequities and his efforts to impress promotion panels that time spent in long-term language training should not be held against operations officers.

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7. To consider the longer-term impact of hard language study on operations officer careers, a comparison was made on the basis of sample combinations of year of birth and year of entrance on duty with CIA for those operations officers currently serving with the Agency:

a. In one sampling, the eight operations officers we identified who are 33 years old and have five years of service with the Agency have an average GS grade of 10.3. Of these, two were identified who had studied a hard language for two years. They have an average GS grade of 9.5.

b. In another sampling, the six operations officers we identified who are 36 years old and who have 13 years service with the Agency have an average GS grade of 11.7. Of these, one was identified as having studied a hard language for two years and he is a GS-11.

c. In a third sample, the 13 operations officers we identified who are 38 years old and have served with the Agency for 12 years have an average GS grade of 12.7. Of these, three were identified as having studied a hard language for two years and they have an average grade of 12.7.

d. In a fourth sample, the seven operations officers we identified who are 38 years old and have served with the Agency for 14 years have an average GS grade of 13.9. Of these, three were identified as having studied a hard language for two years and they have an average GS grade of 14.0.

This admittedly limited sampling tends to sustain the view that officers, whose promotion prospects may have been set back in the past because they were in two-year language study, successfully compete for promotions as they move into the higher professional ranks. This may be because they were able to successfully use their language skills operationally rather than because of the attainment of a language skill per se. We found that it was not practical to examine more thoroughly the proposition that such officers "catch up" with their contemporaries, but this sampling would tend to support this view.

8. The Operations Directorate's formal policy places a high value on foreign language training and proficiency. The Directorate of Operations Career Service Personnel Evaluation System Handbook states in "Factors to be Considered in Evaluating Employees" that:

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"The selection of an employee for training represents an investment in the individual's future and that of the Organization. Attendance of Organization-sponsored training courses should be considered on a par with regular duty assignments; training evaluation reports should be considered along with Fitness Reports. The Board members should seek to insure that an employee in an extended training program is not placed at a disadvantage because his file does not contain a documented record of accomplishment comparable to that of his colleagues on regular assignment. . . . In view of the importance of foreign language proficiency in many of the functional categories, particularly the operational ones, careful consideration should be given to an individual's demonstrated efforts to increase and to use foreign language proficiency. . . . Credit should be given for recorded evidence that the employee has succeeded in achieving foreign language proficiency; such evidence may be recorded in Fitness Reports, reassignment questionnaires, and test results. . . ."

Foreign language proficiency is considered to be an important factor in the evaluation and promotion of operations officers, but in the context of being one of the skills needed to be a successful case officer rather than as an end in itself. While still important, foreign language proficiency decreases in relative importance at the higher grades as an evaluation factor as other factors, such as management skills, assume greater importance. For example, at the GS-08 level, a foreign language capability is one of four essential qualifications; while at the GS-14 level, it is one of ten qualifications of which an employee must have six. In the latter case, emphasis is placed on the operational use of a foreign language in developing, recruiting, or handling agents or conducting liaison. Further, there is no differentiation in these evaluations between proficiency and operational use of a "soft" language (such as Spanish) and a "hard" language (such as Chinese).

9. There had been an adverse attitude toward the need for foreign language training in the Operations Directorate expressed from time to time by senior Directorate management. This attitude may have had some effect on past promotion board attitudes toward language students such as are reflected in paragraph 3 above. However, the current Deputy Director for Operations emphasizes the need for foreign language proficiency and, during the past year, has personally instructed promotion panels to give long-term language students more equitable promotion consideration. Likewise, the Chief of the DO Career Management Staff and members of his office brief each promotion panel on the Deputy Director's policy that superior language training performance (as well as other forms of training and rotational assignments) should be equated to superior

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performance on the job as a case officer. The promotion panel results in the past nine months described in paragraph 6 above show the positive results of this effort. Certificates of Achievement, signed by the Deputy Director for Operations, are placed in each officer's file on attainment of a high level of foreign language proficiency. Directorate and Area Division personnel and training officers working with the Office of Training to improve the Agency's language skills inventory and to better manage the selection, training and assignment of linguists. Further, the Area Divisions plan follow-on assignments for long-term language students to ensure that they are sent where they may both develop and utilize their new language skills operationally.

10. Current and anticipated shortages in language skills in the Operations Directorate have been a factor in increased management attention to language training incentives and motivation. Additionally, there has been considerable recent high-level interest in improving foreign language capabilities both Agency-wide and Government-wide. At the Agency level, a new language incentive program has been approved which would provide cash awards for language use, achievement of proficiency levels and proficiency maintenance. The hard languages, that are the subject of this report (Arabic, Chinese, Japanese, and Korean), are singled out for bigger cash amounts for both achievement and maintenance.

#### CONCLUSIONS

11. The complaint that long-term hard language students had suffered in promotion competition in the past as a result of time spent in full-time language study rather than in case officer work appears to have some basis. It is not clear, however, that this was the sole factor in non-selection for promotion in individual cases. While it was not possible to draw a definitive conclusion, proficiency as a linguist may not always have been matched by a clear potential or a demonstrated ability to recruit or handle foreign agents. However, when in the case of some of the complainants, promotion panels did discount long-term language training in promotion decisions, the panels appeared to have done so consistent with the views of past Operations Directorate management rather than in conformance with formal and current Directorate policy.

12. Associated with the prospects of a serious shortage of linguistically qualified operations officers, the Operations Directorate has given increased attention to the provision of effective incentives for language training and apparently has successfully impressed recent promotion panels with the view that superior performance in long-term language study should equate to superior performance as a case officer.

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13. Recent promotion panel actions and a sampling of operations officers career profiles show that, at the senior operations officer level, these with a hard language training background appear to be competitive with their contemporaries. It was by no means clear that the success of these officers was due to their proficiency in a hard language although most served in assignments where such proficiency would have been operationally important.

14. To ensure that Directorate foreign language proficiency goals are achieved and that operations officers look upon hard language study as career-enhancing, rather than career-limiting, there is a need to strengthen the Directorate's formal guidance on this aspect of the promotion factors. There is also a need to take measures to dispel the widely held belief in the Directorate that long-term training is harmful to one's career prospects. In this regard, the current effort by the Deputy Director for Operations to correct inequities in promotion panel considerations and to award increased cash incentives (which favor hard language achievements) is beneficial and commendable. The Deputy Director for Operations believes that these incentives will be sufficient. I am convinced, however, that a more substantial reward may be needed to counteract the natural tendency of promotion panels in the long run to promote officers with currently successful operational records to the inadvertent, unintended detriment of long-term language students. This understandable bias will, in my view, affect future promotion panels regardless of policy or guidance to the contrary, particularly as current efforts to dramatize the problem begin to fade with time. To ensure that promising operations officers are motivated to enroll in the two-year study of a hard language, a more substantial and meaningful reward, such as a step increase reward, would be required.

#### RECOMMENDATIONS

15. To motivate officers to study hard languages and to compensate against a natural bias toward operational success in promotion considerations, a specific one-time step increase award should be determined jointly by the DDO and DDA/Office of Training and be granted to officers who successfully complete a two-year course of study in a hard language. This should be available to all such officers who can qualify by passing a proficiency test. This technique would, of course, have to be adapted to any merit salary increase system which this Agency may adopt in the future based on the Civil Service Reform Act. In fact, a part of the rationale behind this recommendation for a specific in-grade step increase for hard language proficiency is related to merit reward philosophy implicit in the Civil Service Reform Act. The learning of a hard language does, in my opinion, provide increased operational merit and, for this Agency, is just as important as merit increases for good management and supervision. This concept may apply also to other important skills that are in critical short supply in the Agency and which are both difficult and time-consuming to learn.

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16. Directorate policy on the impact of long-term language study on operations officer's careers should be further enunciated and effective measures taken to dispel residual beliefs that such study is career-limiting.

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